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MESSAGE

OF

EMERSON C. HARRINGTON

GOVERNOR OF MARYLAND

TO THE

GENERAL ASSEMBLY OF MARYLAND

AT ITS

REGULAR SESSION, JANUARY, 1918

PRESS OF
KING BROTHERS
STATE PRINTERS
413 E. LEXINGTON ST.
BALTIMORE, MD.
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Into this conflict, practically by a unanimous vote of the representatives of the people of the Country from every State in our Union, both in the Senate and the House of Representatives, our Country has entered. It is no easy conflict. All thinking men now admit it is the supreme test of the Nation, and victory alone can come from the United loyalty and sacrifice of all our citizens.

It is at such a time in the history of the State as well as Nation that you now meet, for the War has brought its problems to the State as well as to the Nation, and I am confident that it is the desire of every true Marylander that our beloved State shall at such a time live up to her proud traditions, do her full part toward the National Government and at the same time zealously to protect, safeguard, conserve and defend the health, the lives and the property of all our people, and to meet with fortitude, patience and wisdom the many new problems and exigencies which have necessarily devolved upon us on account of the conflict in which our Country is now engaged.

I am confident then at such an hour and at such a time, that the supreme thought of all of us entrusted with legislation for the State, Senators, Delegates and Executive, is to render the best service of which we are capable, that partisanship shall have no place in our deliberations, or better still, that the best service, the highest patriotism and loftiest ideals will be considered the best partisanship that any man or any political organization can in these crucial times adopt.

Two years ago in my inaugural address to the Legislature of 1916 I recommended radical changes in the Fiscal policy of the State; the cutting off of continuing appropriations, a change in the manner of making appropriations, so that they might meet as far as possible the actual needs of the State, and not be the result of personal favor, solictation or political pull; the placing of appropriations toward charitable and benevolent institutions upon a per capita basis; the reduction of legislative expenses; the abolition of dedicated funds; turning all the State's revenues into the general Treasury and making payments as

specified in the general appropriation bills; thus getting the State upon a cash basis; the adoption of the Budget system; the establishment of a uniform Fiscal year and a uniform system of accounting for all State offices, departments and institutions supported in part or in whole by the State; efficiency and economy in all departments; the proper consideration of the home rule amendment and the extension of the limits of Baltimore City, the reorganization of the Maryland Agriculture College as a State institution and the advancement and promotion of the Agricultural interests of the State and the passage of the new School Law with compulsory school attendance as recommended by the Educational Survey Commission.

I shall, as briefly as possible, relate which of these recommendations were adopted and made effective by the Legislature of 1916, and which did not receive its sanction or approval, and make such recommendations in reference thereto and such other recommendations as to new legislation as might seem right and proper to me to place before you for your final consideration and action.

I am perfectly aware that there will be other matters which will be suggested by the members of the Legislature themselves or by others that will come before you, and that there are three distinct and well defined branches of our Government, Executive, Legislative and Judicial, but I further know we are all working for the same common end and purpose, and I, therefore, place these recommendations before you knowing that they will be carefully considered and wisely acted upon by your Honorable Bodies.

At the time of the meeting of the last Legislature there was a deficit in the State's Treasury approximating nearly two million dollars. This had been caused by the Legislature of 1914 appropriating nearly this sum for the Fiscal years 1915-1916 above the available revenues for those two Fiscal years. The Legislature of 1916 provided a bond issue of two million dollars, bearing interest at four per centum, to take care of this deficiency. These bonds sold for $1,997,820.00 which showed that

the State's credit was of the very highest, as this was regarded an excellent sale considering the conditions in the bond market at that time. All of the obligations of the State were paid and a small difference was left to aid the general condition of the State's Treasury. But it was necessary not only to take care of the deficiency which existed, but to exercise the strictest economy on the one hand and to obtain more revenue on the other in order to avoid a repetition of the State's embarrassment and to take care of the necessary demands upon the State Government.

ECONOMY IN LEGISLATIVE EXPENSES.

In the very beginning both branches of the Legislature of 1916 adopted a plan of action limiting the number of employees to the actual needs of the Assembly, and regardless of all pressure from every source, within or without, the Legislature adhered to this principle so that the total costs of the Legislature of 1916 was $128,703.56, which showed a saving to the State as compared with the Legislative expenses of 1914 ($206,958.34), of $78,254.78.

The Legislature of 1916 appropriated the sum of $130,000.00 to meet the Legislative expenses of the Legislature of 1918, and I respectfully suggest it would be a very commendable and gratifying record if the Legislature of 1918 can keep its expenses within the sum appropriated.

ECONOMY AND EFFICIENCY.

The Legislature of 1916 appropriated one million dollars less than was appropriated by the Legislature of 1914 without seriously affecting the efficiency of the State administration or jeopardizing the different charitable or benevolent institutions of the State.

The Bureau of Immigration was abolished, which resulted in a saving to the State of $15,000.000 per annum.

The Fire Marshal was abolished and his duties transferred to the Insurance Commissioner and this transfer has resulted in a saving to the State of $6,000.00 per annum.

All the natural resources of the State were consolidated under the Conservation Commission, which has resulted in a considerable saving to the State.

All the Labor Bureaus outside of the Industrial Accident Commission were consolidated under a Bureau of Labor and Statistics.

The different departments of Tobacco Inspector, Live Stock Sanitary Board and State Veterinarian were transferred to the State Board of Agriculture.

The Vaccine Agent was abolished and his duties transferred to the Deparament of Health.

All the different Counselships of the different State offices were consolidated under the State Law Department with a saving of $11,426.23 per annum.

Laws were passed providing for a uniform system of accounting in all State departments, offices and institutions, and requiring all institutions receiving State aid to conform thereto. These Laws have been put into practical operation by the State Auditor as rapidly as possible. A uniform system of bookkeeping has been arranged so that now the per capita costs of the different institutions can be properly compared and that every phase of their work is properly exhibited. The different departments and institutions and clerks' offices and all others reporting to the Comptroller have willingly complied with the requirements of the State Auditor. The Fiscal year of these different institutions has been arranged to comply with the State's fiscal year. The State Auditor's office examines every department and every institution, and the examination is a real examination. The results have more than justified the existence of the department. A report of every institution and department is forwarded to the Board of Public Works, and upon request of the Comptroller any item or voucher which is not

clear is investigated and reported upon by the Auditor to the State Comptroller. The department has been highly efficient.

THE STATE LAW DEPARTMENT.

The report of the Attorney General for the State Law Department, as authorized by the Legislature of 1916, fully justifies the creation of the department. Apart from the great efficiency shown in the department, there has been a saving of some eleven thousand dollars per annum to the people of the State. The Attorney General asks for an addition to his force of one assistant. The exigencies of the War have brought increased duties to many of us and to few a greater increase of work than to the Attorney General. He has always been ready and willing to do more than his duty. His request is reasonable and I recommend passing such a Law as to make his request effective.

CONSERVATION COMMISSION.

No department of the State has more faithfully endeavored to perform the duties entrusted to them than the Conservation Commission. During the last two years they have endeavored faithfully to enforce the different Laws of the State which have been passed for the conservation and promotion of the oyster industry, the fish industry and the crab industry and the protection of game. The Cull Law has been fearlessly and impartially enforced in all parts of the State. Unfortunately it takes more than one season fully to demonstrate the effectiveness of these measures. The Commission's plan for transplanting the small oysters at the head of the bay where they will not grow to marketable size to selected areas of the bay bordering upon the Western Shore for cultivation or growth has been this year at least nullified because the oysters at the head of the bay have unaccountably died. The death too of the oysters upon large areas of the bay bordering for some distance upon the Western Shore has not all together been satisfactorily accounted

for, although experts of the Government have been assisting our State officers in this investigation.

The crab industry is only second to the oyster industry for sea products. The Extra Session of the Legislature passed a five-inch crab Law applicable to the waters of the whole State as it was already applicable to the waters of Somerset County and to all the waters of Virginia.

The Virginia authorities have uniformly in the last two years united with our authorities in a uniform and strict enforcement of the Laws.

The passage of the five-inch crab Law was intended for the benefit of the waterman engaged in this industry and to conserve the food of the State. I think that there should be some modification of this Law will be a matter of investigation by the Legislature, but the one object and aim that ought to be strictly kept in view is to advance and promote the growth of these industries, with due regard to the welfare of those who from their geographical position must largely depend upon these industries for their livelihood.

Increased sea food production has now become a necesssity, and upon the success of the measures now being applied will largely depend the character of the future policy or legislation towards these industries.

The Game Warden, with the small means at his command under the existing Laws, has done all that is within his power to protect the game of the State.

In my opinion, we will never be able properly to protect the game of our State and to guarantee the increase in game which is possible and which we should have, without a State-wide Game Law applicable to the whole State, and I recommend such a Law for the due consideration of your Honorable Bodies.

PROTECTION FROM SEWERAGE.

In my opinion it has become necessary for the State to take drastic measures to prevent sewerage from being emptied into

our Bay or tributaries in certain places where great harm is likely to be done to our sea products.

CONTINUING APPROPRIATIONS.

The last Legislature abolished all continuing appropriations, and, as far as it was within their power, with the exception of a few special bills, embodied in the two general appropriation bills and the omnibus bill all the moneys the Legislature appropriated for the ensuing Fiscal Years of 1917-1918, so that practically for the first time the people of the State by reading these bills could see what it costs to run the State Government.

THE BUDGET.

And along the line of the campaign promises of both political parties and in consonance with the trend of fiscal legislation throughout the country, the Legislature of 1916 passed the Budget bill, providing for a Constitutional Amendment, and this amendment was ratified by the people of the State by a large majority, and has now become a part of the Constitution of the State. The "Budget" adopted in Maryland is known as the "Executive Budget" and this Budget is now on trial for the first time in this Country. The amendment has attracted wide attention in all parts of the Union, and the plan has been more than favorably mentioned by the expert economists or fiscal authorities of the country, and many States are preparing to adopt practically the Maryland amendment. This "Budget" is now on trial and its success will depend upon how faithfully the Executive and the Legislature, respectively, perform the important part committed to them. Personally I should have felt much relieved to have been able to avoid both the great responsibility and the great burden of work involved. But I believe in this "Budget," and while I now know both the responsibility and work involved, I have endeavored to meet them both with an eye single to the State's welfare.

THE STATE'S FINANCES.

Within twenty days this "Budget" will be submitted to the Legislature. I shall not attempt at this time herein to give but a brief summary of the State's finances. The Comptroller's report will soon be in the hands of every member of the Legislature, and this report will give most clearly and intelligently the true condition of the State's Treasury and a statement of future estimates as closely as it is possible for them to be now calculated. The Comptroller's report will show that during the Fiscal Year ending September 30th, 1917, there was received into the Treasury available for the general expenses of the State Government the sum of $3,474,343.00, and that after the payment of all the general expenses or obligations of the State Government, there would remain cash in the Treasury in the sum of $268,895.21, and while I cannot give the exact figures, I can state that the applications from the different departments of the State, the different State institutions and the charitable and benevolent institutions known as State-aided institutions, for appropriations for the Fiscal Year beginning October 1st, 1918, and ending September 30th, 1919, called the Fiscal Year of 1919, will be practically three million dollars above the amount expended for these purposes for the Fiscal Year ending September 30th, 1917, and for the Fiscal Year of 1920 but a little less, perhaps two and one-half millions more than was appropriated and spent for the Fiscal Year of 1917, while so far as any human agency can now foresee the money available for the general expenses of the State Government may not exceed a half million dollars in excess of the expenditures for 1917.

In the above estimate of expenditures I have not included any additional appropriation to the Public Schools other than that now authorized under the Laws of the State.

No additional sum is included in the above estimate for the construction of public roads under the Shoemaker Act. Besides, it will be necessary to provide for the repayment of the War Loan provided by the Extra Session of 1917.

DEMANDS NECESSARY AND REASONABLE.

That the demands of some of the State departments, some of the State institutions, and the requests of many of the State-aided institutions are not only reasonable but necessary, is not overstating the situation, and to take care of this situation if possible without an increase in the State's tax rate almost seems impossible, and to do so will at least demand the exercise of the highest wisdom and firmness of both the Legislature and the Executive.

THE TAX RATE OUGHT NOT BE RAISED IF AVOIDABLE.

With our assessable basis having been or now being raised on both real and personal property, with the increased demands of the National Government, with everyone straining his utmost to assist in the great emergency upon us, any increase in the State's tax rate ought not to be imposed if it can possibly be avoided.

SOME INCREASE NECESSARY.

That many of those receiving low salaries in some of the departments and at some of the State institutions are now finding it difficult to support themselves or families in the present emergency; that the cost of running the various State institutions has necessarily increased; that many of the charitable and benevolent institutions, on account of the present higher cost of living and on account of the much greater difficulty now experienced in raising money (there being so many War demands), must be aided in order to do work which the State otherwise must do, cannot be denied, and that we must meet these conditions the best we can, goes without saying; but at the same time it occurs to me that those receiving larger compensation, notwithstanding our pressing necessities, must yield to the greater demands and the greater necessities, sacrificing ourselves, if need be, for the common good.

NO APPROPRIATION FOR NEW PUBLIC BUILDINGS.

At this time on account of the extremely high cost of building, as well as the exigencies of our financial situation, I recommend that there should be no money appropriated for building purposes if the same can be avoided.

THE PUBLIC ROADS.

In my judgment, the one thing upon which all of our people should be united is that the maintenance of our State Roads already built should be continued. Maryland is even more noted for her system of road maintenance than she is for her system of State Roads. Both are the pride of the State. But apart perhaps from some small bridges which safety demands being built, in my opinion, the State during the duration of the War, at least for the next two years, ought not to go further in new road work. I would favor the appropriation of $300,000.00 for State-aided roads as now appropriated, or if our revenues can stand it, an increase, making the whole not to exceed $500,000.00, to be paid out of the General Treasury as now. In addition to this, I would favor providing for sufficient money by the State necessary to obtain that part of the Government's road appropriation available for Maryland. Otherwise our State would be contributing to the appropriation to other States while not receiving its share of the money appropriated; but I do not approve building these roads, wherever they may be selected, until the price of road building shall have somewhat returned to near normal conditions. In a short time I hope to receive a full report from the State Roads Commission, and I may again make specific recommendation in reference to State road building.

If the State could obtain a quarry of its own, with prison labor, it might materially aid in the maintenance of our roads and perhaps in building roads, if that becomes practicable.

THE REGULATION OF LARGE MOTOR TRUCKS.

But, despite all we can do, I am convinced that our State roads, especially some of them, cannot be maintained at any cost within our reach if the large motor trucks, which are becoming much more numerous and nearly as large as steam cars, are permitted to use our State roads, without greater restrictions and severer penalties being imposed. It is practically impossible to license these trucks at any price that would pay one-hundredth of the damage of which they do, and it seems to me absolutely necessary for greater restrictions, or some of our State roads will soon be a thing of the past.

ROAD MAINTENANCE.

It is hardly necessary for me to call your attention to the greater cost per mile of the maintenance of the public roads. The appropriation by the State at no time has been sufficient to maintain our roads, and every Roads Commission has encroached upon the State road appropriation for the upkeep or maintenance of the roads built, and especially is this now true since the last Legislature placed the maintenance of the State-aided roads under certain conditions upon the State Roads Commission, and failed to levy as heretofore one cent per hundred dollars for road maintenance, believing, I presume, that the increase of the income to the State from motor licenses would be sufficient for the upkeep of the State roads.

The State road mileage is now 1,500 miles and the cost of upkeep for maintenance has been especially affected by War conditions. Temporary assistance will have to be provided, but I hope soon that the increase from motor licenses may take care of the State road maintenance.

THE DEPARTMENT OF MOTOR VEHICLES.

Such will be the case if certain recommendation which is made by the Commissioner of Motor Vehicles for changes in existing Laws and the increase in the revenues from his depart-

ment shall continue at the present rate, as the Commissioner of Motor Vehicles now, with confidence, maintains will be the case. If the changes suggested by the Commissioner be enacted into Law, in his opinion, his department will become entirely self-supporting, and all revenues from licenses without reduction will be turned over to the State for road maintenance.

The Commissioner's estimate for 1918 is $1,250,000.00 of revenue, and for the year 1919 about a thirty per centum increase, if the present ratio should continue, but it must be remembered that one-fifth of this revenue under the present Law is paid over to Baltimore City.

The Commissioner of Motor Vehicles is making a strenuous and determined effort towards the proper enforcement of all motor regulations. It may be necessary to impose greater penalties, even imprisonment, for some violations, especially for driving motor vehicles under the influence of intoxicants.

NEW REVENUES.

The Legislature of 1916 not only passed important legislation cutting down the expenses or expenditures of the State Government, but it did that other important and more difficult undertaking—procured legislation substantially increasing the State's revenues. It increased substantially the revenue derived from automobiles and other motor vehicles.

The Traders' License Bill brought in additional revenue of about $12,500.00.

The Liquor License Bill about $175,000.00.

The Omnibus Traders' or McMullen Bill about $77,000.00.

The Moving Picture Censors Bill about $20,000.00.

There were two bills that failed at the regular session of the General Assembly in which, in my opinion, there is much merit, both revenue producers, so much needed at this time, and both of them I respectfully recommend to the careful consideration of your Honorable Bodies.

DIRECT INHERITANCE TAX.

One is the Direct Inheritance Tax Bill. A reasonable tax upon direct inheritances would not be burdensome, and such a provision has been enacted in most of the States of the Union.

TAX ON COMMISSIONS.

The other is a reasonable tax on all Trustees' commissions, as well as a tax on Administrators' commissions.

CARE OF TUBERCULOSIS COLORED PEOPLE.

Notwithstanding the many burdens upon the Treasury, I recommend for your favorable consideration the establishment of colonies in different parts of our State for colored people afflicted with tuberculosis, or the care of them in some other way. This is not only desirable on account of the service to the colored people thus afflicted, but is especially so on account of the protection to those with whom otherwise these people by virtue of their employment are necessarily thrown into daily contact.

RECOMMENDATIONS OF THE ATTORNEY GENERAL.

In a report that has just come into my hands from the Attorney General, I find many valuable suggestions for legislative enactment, and, while I am not prepared at this moment to endorse all of them, I call your attention to some of the more important which I do endorse and recommend to your most earnest consideration.

LEGISLATIVE COUNSEL BUREAU.

I endorse the passage of a Bill creating a Legislative Counsel Bureau. In the language of the Attorney General, the subject involves three considerations:

1. "Supplying the legislators, for their information and guidance, with all statistics, data and research work bearing upon matters which are the subjects of proposed legislation."

2. "Aiding the legislators in the actual drafting and amending of bills."

3. "Minimizing as far as is possible the congestion of bills during the closing days of the Legislature when by far the greater portion of each session's bills are passed, and passed in such great numbers as to render the consideration of most of them practically impossible."

In my opinion, more than enough money would be saved in lessening litigation by the creation of this Bureau than the cost of the Bureau.

RECOMMENDATIONS OF DEPARTMENTS.

I endorse the enactment of a Law requiring each department to report in writing to the Governor 30 days before the meeting of every General Assembly, the new legislation which the department deems necessary for the better and more efficient prosecution of its work.

SOLDIERS' AND SAILORS' VOTE.

A Bill providing for the voting of the absent soldiers and sailors of our State during the War was framed after a thorough study by the Attorney General and submitted to the Extra Session of the late General Assembly. The Attorney General likewise prepared a Constitutional Amendment which in his opinion is the only real effective plan for the taking of the votes of our absent soldiers and sailors. The Attorney General suggests that this Bill providing for a Constitutional Amendment sould be again introduced and passed, and that another Bill should be introduced providing for taking the Soldiers and Sailors votes in the Camp or Field to become effective upon the ratification of the Constitutional Amendment.

These measures meet my heartiest endorsement, and I have requested the Attorney General to prepare such a bill, and respectfully shall submit these measures for your consideration.

That our absent Soldiers and Sailors should have the right to vote needs no argument from me, and that this vote ought to be given them free from any other consideration is in my opinion practically the unanimous feeling of all our people. The Bills were beaten in the Extra Session of the General Assembly by a combination or deal made outside of the General Assembly for partisan reasons on the one hand and factional or private reasons on the other.

The people of this State will not forget that all of those members of the Legislature, both Democrats and Republicans, in the deal were members of the Regular Session of the Legislature of 1916, and not one of them offered any bill to repeal what was termed by them at the Extra Session of the Legislature the iniquitous "Wilson Ballot Law." The Wilson Ballot Law and the Soldiers' and Sailors' Absent Vote Law ought each to be decided upon its merits. I am not opposed to the repeal of the Wilson Ballot, and if the repeal passes the Legislature it will receive my approval. It is no compliment to our brave Soldiers and Sailors that their right to vote when absent to fight for their Country should depend upon any other Bill whatsoever, and no Soldier or Sailor has been or will be deceived by such pretention.

OTHER RECOMMENDATIONS.

The Attorney General's Bill for notice from State departments to the Comptroller of outstanding contracts to prevent reversion of unexpended balances, and the Bill requiring State contractors to give bond for the payment of material or labor is fully endorsed. It has been the practice of the Board of Public Works for several years to require such a bond, but it is well for such a bond to be required by statute.

I endorse the recommendation of the Attorney General of a Bill imposing a penalty upon Maryland Corporations permitting their stock to be transferred without an order of the Orphans' Court, the recommendation of the forfeiture of corporate charters for non-payment of taxes upon proclamation of the Governor when such taxes are overdue and unpaid for over two years, and the Law recommended by the Attorney General for failing to file corporate reports within the required time.

STATE ARMORY COMMISSION.

I likewise endorse the recommendation of the Attorney General that a Bill be passed creating a State Armory Commission composed of the Governor, the Adjutant General and the Comptroller, and charging them with the management and control of all Armories owned or leased by the State.

The recommendations of the State Bank Commissioner have just been received, and I have not had sufficient time to give them a proper consideration. They will be submitted to you later for your consideration.

COMPTROLLER'S RECOMMENDATIONS.

The Bills recommended by the Comptroller authorizing the State's stationery to be procured by private contract when the amount involved does not exceed $500.00, providing that bond for collecting State taxes shall have corporate securities, requiring the Insurance Department to account quarterly, requiring Clerks of the County Commissioners and of the Appeal Tax Court to return assessments to the Comptroller quarterly, receive my full endorsement.

COMPULSORY INVESTIGATION BY PAROLE BOARD.

I likewise endorse the recommendation of the Board of Prison Control that the Advisory Board of Parole investigate the cases of all persons committed to the Penitentiary and the

House of Correction after they have served one-third of their time, whether or not a request or petition has been made for the parole or pardon, for I am confident that many of those who do not request a hearing or investigation or who have no friends to intercede for them, or who are ignorant of the law or of their rights are as fully deserving as some others who have relatives or friends to intercede for them or who have means to procure legal advice.

STATE AID AND CHARITIES.

As the Budget amendment places the responsibility of recommending the sums respectively to be appropriated to the different institutions, associations, or hospitals receiving State aid upon the Governor. I recommend that a Law be passed requiring the State Board of Aid and Charities to make its report and recommendations to the Governor at least thirty days before the meeting of the General Assembly, and that this Board be directed to make any special investigations and report which the Governor may desire as to any institution receiving State aid or that applies for State aid.

STATE FIRE MARSHAL.

In the repeal of the Law as to the State Fire Marshal and the transfer of his duties to the Insurance Commissioner, in my opinion, a great mistake was made. I yielded against my better judgment two years ago. I am now convinced that that legislation was a mistake.

The Insurance Commissioner feels it was a mistake. He has neither the time nor is it in the line or scope of his duties. All of the fire insurance companies, and all of them pay well in fees to the State, favor a Fire Marshal for the State, and I am thoroughly convinced that its creation is a real necessity for Maryland. I am reliably informed that it is the general consensus of the fire companies throughout the country that Fire Marshals have been extremely useful. In my opinion, the office of Fire Marshal is like the State Auditor or the office of

State Automobile Commissioner, a proper and useful office if a proper person is appointed to fill the place, and may be a useless one if an incompetent and indifferent man should be appointed to fill the position.

I, therefore, do not hesitate to make this recommendation, although it is restoring an office which was abolished by the last Legislature.

STATE COLLEGE OF AGRICULTURE AND THE AGRICULTURAL INTERESTS OF THE PEOPLE.

Two years ago the Maryland Agricultural College was taken over by the State and the State College of Agriculture was incorporated, and the farming or agricultural and allied interests of the State were incorporated under the State Board of Agriculture. These measures were exactly as recommended by all of the allied farming or agricultural or horticultural interests of the State. Under these Acts I appointed the State Board of Agriculture who were likewise to be trustees of the State College of Agriculture. This Board was appointed from a list of twenty names recommended to me by a meeting of all the agricultural interests of the State. This Board after the most careful investigation selected Dr. A. F. Woods, for the President of the College and the Executive of the State Board of Agriculture, and into their hands has been entrusted absolutely the entire management of all the activities of the College and of the State Board of Agriculture. Dr. Woods has not been with us long, but in the short time he has left a very strong impression upon all those with whom he has been associated, that Maryland is fortunate at this time in having a man so well qualified for the reorganization of the College and to aid in the advancement and promotion of the Agricultural interests of the State.

The State College of Agriculture with its situation near Washington ought to be in a specially favorable position for service. Our State is rapidly developing along all lines of agriculture, our farmers are farming more intelligently and

scientifically. The County agents, men and women, as a whole are doing effective work. They should be appointed with an eye single to service. I shall be glad indeed to cooperate in every and any way that will aid in the advancement of the farming interests of the State. The State College should be assisted as liberally as possible.

EDUCATION—PUBLIC SCHOOLS.

The last session of the regular Legislature passed the Educational Survey Bill as recommended by the Educational Survey Commission.

This bill has been acknowledged by many of the ablest educators of our country as the last thought in legislative enactment on primary education. There have been some criticisms upon this measure. This bill was prepared by experts who have given this subject their closest study almost during their whole lives, and I recommend that it should be given a proper trial before any amendments should be made. It has many excellent features. It provides for compulsory school attendance which has my full approval. If I were to suggest any amendment it would be to define more specifically the qualification of an attendance officer. In my opinion, the attendance officer should have the qualifications of a teacher and should give as much time to his duties as a teacher to his work.

The qualifications of the superintendents and supervisors are pretty well defined, and the public is as completely protected against incompetents as it is possible to do so under any Law. Upon the execution of the Law depends its success. I fully approve the removal of politics from our public schools. I have refused to accept the recommendation of any political Central Committee for the appointment of school commissioners, and shall knowingly appoint no partisan and no one not well qualified and interested in our public school work.

I regret that the Educational Survey Commission in their opinion do not think it wise at this time to report upon the

higher education of our State. I fully appreciate, however, the reasonableness of their position.

THE PUBLIC SCHOOL TEACHERS.

The exigencies of the War and the high cost of living has affected our public school situation perhaps more than any other department. The public school teachers of the State as a class and especially in the lower departments have been seriously embarassed at the advanced cost of living, and many of our teachers are seeking more lucrative employment with the National Government and elsewhere. It is true neither State nor County can compete with the National Government nor with private employers in the present emergency, but nevertheless, something ought to be done to keep in the school service our teachers and to assist them in the present crisis. Our public school system comes home to all of us. The State has never contributed but a small part of the money spent for public school education, the counties and city contributing most of the money, but the present emergency it seems to me ought to be met by both the city and counties and the State.

The Legislature of 1916 appropriated the sum of $1,750,000 for public school purposes, more money than has ever heretofore been distributed by the State for school purposes. During the past Fiscal Year the amount distributed by the State was $1,667,818.75, the difference between the above amount being due to the different ending of the school year with the State's Fiscal Year. For the Fiscal Year of 1918 the full sum of $1,750,000 will be distributed, and for the Fiscal Year of 1919 I believe the distribution will equal if not exceed $2,000,000. I would also favor the raising of the minimum that could be paid to all teachers both white and colored in the State. The State and Counties together ought to meet an issue so close to the best interests of our people and settle it in fairness to the teachers as far as it is possible to do so.

VOCATIONAL TRAINING.

It will be necessary for the State to pass a law accepting the appropriations of the National Government, under the Smith-Lever Act, for vocational training in Maryland, and to provide an equal amount for such purposes as required by that law, in order for the State to avail itself of the Government's appropriation. A bill carrying this into effect will be submitted to you, and I recommend its passage.

OTHER IMPORTANT QUESTIONS.

There are other important questions which will come before you for solution, and some of them may involve much discussion and much difference of opinion. They are all questions however which must be met and we should do so calmly, dispassionately, without partisanship and for the common good of the Commonwealth which we are all doing our best to serve.

THE HOME RULE BILL.

A Home Rule Bill was drawn by the Attorney General and it was submitted to the Legislature of 1916, but it failed to pass. The Attorney General admitted the Bill was hastily drawn and perhaps had many defects. The Attorney General has requested me to appoint a committee of distinguished lawyers representing different sections of the State to assist him in preparing a Home Rule Bill for submission for your consideration, and I have done so, hoping that it may be of some material advantage in arriving at a proper solution of the evils to be remedied or the advantages to be gained by the passage of a proper Home Rule Bill.

THE QUESTION OF CITY EXTENSION OR ANNEXATION.

Perhaps there is no question that will come before you upon which the different Senators or Delegates may divide, some because their own interests or the interests of their

respective counties are involved, others because they honestly think that the limits of the city can be extended without referendum, and others because they just as honestly think that the Constitution requires a submission of the question to the people to be affected. A question upon which eminent lawyers of equal high standing and ability honestly differ may well cause some division in a body where the majority are laymen. Some may think they are bound by a platform which promised extension without a referendum, others may feel bound by a platform which expressed the opinion that the Constitution required a referendum. The position of the two great political parties upon this question is interesting, to say the least. Comment is hardly necessary. Two years ago the Republican party platform declared that the only annexation that would be constitutional required a referendum, while the Republican platform of 1917 under the same reputed leadership declared for annexation without a referendum. The Constitutional question is the same today as it was then, as there has been no change in the Constitution, nor has there been any adjudication upon the subject in the meantime. On the other hand, the Democratic platform of two years ago declared for annexation of whatever harbor was needed for Baltimore City and in the annexation of any territory such annexation should be fair and reasonable both to Baltimore City and to the counties whose territories were to be annexed, and no reference was made to any referendum as a constitutional requirement. There are a number of Republicans in the Senate who were elected upon the Republican platform of 1915 and some of them have been elected on both platforms, and the same may be said of some Democratic members, while I myself was elected upon the Democratic platform of 1915. These statements speak for themselves.

In my opinion, this matter is just where it should be, up for the Legislature of Maryland for their investigation and decision. The lines of the Bill and the terms of the Bill ought to be most carefully considered, and then the question decided

conscientiously by the members upon the merits as it appears to them. The measure means much to Baltimore City. On the other hand, it will if passed materially and seriously affect Anne Arundel and Baltimore Counties unless the terms of the Bill are fair and reasonable. My own position has always been clear to those who wish to understand it. The question should be decided upon its merits, and not upon terms and in a manner or form that would indicate or show a deal or bargain that had heretofore been made for value received, political or otherwise.

I have stood ready to sign any fair bill, and I desire now to do so. I trust, however, that whatever Bill is passed may represent the honest, unbiased judgment of the members of the Legislature themselves. In my opinion, a solution fair and reasonable to both Baltimore City and the Counties affected should be evolved, and this can be accomplished if every Member will bring to bear upon this subject his own best judgment and act accordingly.

THE POLICE DEPARTMENT.

Another question which might come before your Honorable Bodies is the control of the Police Force and Liquor License Board of Baltimore City.

So far as the control of the Liquor License Board is concerned, I do not think that anyone need worry himself much at this time. The spirit and temper of our people is such, especially in this War crisis, that the suspension of the sale of all intoxicants, if not total prohibition, is strongly demanded.

The Liquor Board of Baltimore City has striven as far as is possible within the law to regulate the sale of intoxicants upon conditions as high as it was possible to make them without prohibiting the sale of intoxicants. No one, politician or otherwise, has had "pull" with the Board, and the cause of the opposition is because the gentlemen appointed have positively re-

fused to permit any political or personal influence or "pull" to sway their actions.

As to the Police Board, the people of Maryland knew and the people of Baltimore City knew that if elected it would be my duty to appoint the Police Board. I made a distinct pledge to the people that if elected I would appoint men of such high order that neither I nor anyone else would be able to influence the Board from their line of duty and politics should not enter the Board, and I say emphatically without fear of successful contradiction by anyone who knows or who investigates that there is less politics today in the Board than ever before; that there is not a single politician in the city or out of it who can influence the Board; that the highest standard of efficiency has been maintained; that the police force of Baltimore City as a whole is as fine a force as there is in any large city of the country, and I believe that any honest investigation of the Police Board or force will show that the charges recently made are groundless and without any material foundation worthy of serious consideration. I say this in justice to the police force of Baltimore City and in defense of the Board of Police Commissioners whom I appointed under as solemn a promise as ever any candidate ever made. As a whole, the police force of Baltimore City deserves commendation.

I am opposed to any police force being used for political purposes, and I would not be a party to placing the police force of Baltimore City under the control of any political party or faction whatsoever who would endeavor to use them for political or personal purposes. I am almost a convert to Civil Service in all City or State appointments. The attempt to use employees either by an appointing power or by corporate employers as political or personal chattels meets with my contempt wherever practiced.

The question of the increase of pay of the policemen in Baltimore City will come up for your decision. No policeman, no member of the Police Board, nor anyone for either or any one of them, has ever approached me upon this subject, but in my

opinion it is deserving of proper consideration, and if it should meet the approval of the majority of the Senators and the Delegates from Baltimore City and pass the Legislature, the same will have my approval.

NATIONAL PROHIBITION.

I am just in receipt from the Secretary of State of the United States, the Honorable Robert Lansing, of a communication enclosing a certified copy of a resolution of Congress proposing an amendment to the Constitution of the United States, with a request that the same be submitted by me to your Honorable Bodies for such action as you may deem proper to take. The constitutional amendment enclosed is known as the National Prohibition Amendment.

The question of restriction of the sale of intoxicants or of the prohibition of their sale altogether is one which will not down, and comes up at every recurring Legislature, and is especially important and pressing at this time, when the whole nation recognizes the importance of restriction, if not total prohibition, from national necessity during the continuance of the War, while many favor its total prohibition forever in Maryland regardless of the War.

In my opinion, the National necessity should not be overlooked, and the amendments proposed should be seriously, thoughtfully and prayerfully considered. Private pleasure or indulgence must always in the end give way to the common welfare, the State's or the Nation's necessity.

WOMAN SUFFRAGE.

Personally I shall find more difficulty in dealing with this subject than with any other. I would be untrue to myself were I not to admit that my own views have heretofore been well pronounced in opposition to the granting of suffrage to Women, either partial or full. I have always feared not the effect upon politics, but the effect upon woman herself.

I could not fear the effect upon politics for women have always bettered and favorably influenced everything with which they have ever been connected.

Women by nature seem more inclined to the higher, nobler life than man, but I have feared that politics would somewhat lessen their hold upon man and somewhat lower her own plane of conduct, and I am not yet altogether convinced that such will not be the case. That the cause of woman suffrage has been materially advanced of late notwithstanding the ill-advised conduct of some of the militant suffragists no one can honestly deny. Their cause can no longer be joked with or laughed out of court by the Legislature, but demands and deserves as serious and thoughtful consideration as any question that will come before your Honorable Bodies. I have seen so much of woman's work in Maryland during this war. I have called upon them so often for aid and service in placing our State in the very forefront of achievment in the work demanded of us in this national emergency that the thought had frequently come to me which I find expressed so forcibly in the words of the great Commoner:

> "Willingness to do her part has touched the hearts of men who ignored entreaties."

Woman suffrage in Maryland is a grave and serious question, and it should be gravely and seriously considered.

Woman suffrage is now a live issue in the East as well as West, and it is needless to say that men of Maryland will not lightly consider any question in which the women of the country and now many women of Maryland seem to be so vitally interested. They are at least entitled to have the verdict of our citizens upon this subject.

These questions are all submitted for your careful thought and consideration. I know that there are many others that may occur to you and which may be of great interest to our State. I shall be very glad to be of any service that I can. We all have a common interest. I sincerely hope and believe that during these times of our country's peril that partisianship or

personal animosities may be absent entirely upon all questions that may come up for solution.

The people of the State have now turned their eyes towards Annapolis, watching to see whether or not we shall be true to our country's interests. They are in no mood to be trifled with. The business we have to do they want us to do and do quickly.

The Extra Session of 1917 authorized the Board of Public Works to borrow $1,000,000.00 for purposes or obligations which became necessary on account of the location of Camp Meade in Maryland, the raising of a State Guard to take the place of our National Guard called into the Nation's service and for other purposes, the money to be spent under the direction of a commission of five appointed by the State Council of Defense and the Comptroller and the Treasurer, subject to the approval of the Governor. The Commission appointed by the Council of Defense were General Carl R. Gray, of Baltimore, the Chairman of the Counsel and the Chairman of the Commission, Judge Hammond Urner, of Frederick County, Mr. S. A. Williams, of Harford County, Mr. Frank A. Furst and General Francis E. Waters, both of Baltimore City. About $500,000.00 has been actually spent. Upon every item of expense the vote has been unanimous. A statement in detail of all expenditures will in a few days be submitted to the Legislature.

The Extra Session of the Legislature legalized the men's Council of Defense. I shall submit a bill for your consideration legalizing the Women's Council of Defense. I have also appointed a Council of Defense of the Colored Men of the State and a Council of Defense of Colored Women, known as the Colored Women's Section.

I want to pay tribute to the Men's Council of Defense of which Gen. Gray has been Chairman until recently and of which General Waters is now Chairman. A recent meeting of this Council in Baltimore at which nearly one hundred of the Council attended showed conclusively what good work is being done voluntarily by these men in all parts of Maryland and how they are preparing to render still greater service.

But especially will words fail me to pay proper tribute to the Women's Council of Defense in Maryland, of which Mrs. Elizabeth T. Shoemaker is Chairman. A distinguished speaker connected with the national administration recently said that the Women's Council of Defense was better organized and doing better work in Maryland than anywhere else in the whole country. Not only in Baltimore but practically in every county of Maryland they have been untiring along every line of service.

I want, too, to say a word of the Council of Colored Men. I appointed the most representative men of the race in Baltimore City and in every county and these men were recommended to me by responsible colored men, and I am confident that in thus enlisting these men I was rendering a service to both State and Country. They have shown that the colored men of Maryland are true to the nation and can be depended upon to do their full part. The Women's Section for Colored Women have but recently been organized, but I understand they are doing excellent work.

But the service which our people have rendered I am convinced has been small service compared to that which we must all soon render to our country. "Personal sacrifice and personal service" must be our motto. Maryland must do her full part. She has always done it. She will do it now. Maryland should take an advanced position upon all legislation that tends toward the material advancement or moral uplift of our people.

Towards the solution of all these questions I invite your most thoughtful and earnest consideration.

Respectfully submitted,

EMERSON C. HARRINGTON,
Governor of Maryland.

ANNAPOLIS, MARYLAND,
January 2, 1918.

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